Appendix E – Consultation and Communications Plan





Consultation & Communications Plan

Solid Waste Management Plan Review:

Regional District of Nanaimo

March 3, 2015

Background

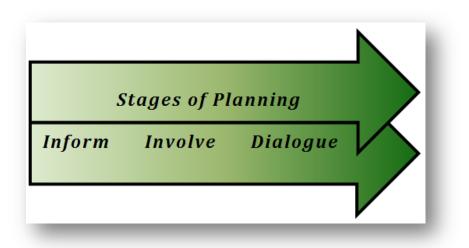
The Regional District of Nanaimo (RDN) is undertaking a review of its Solid Waste Management Plan (SWMP), which has been amended three times since provincial approval of the original Plan in 1988. The RDN has fully implemented their last SWMP, which was prepared in 2004. The current plan review is intended to identify "what's next" and chart the course for solid waste management for the coming years.

The process to review and update the region's SWMP is as follows:

- Stage 1 (completed report in 2013) Review and analysis of current solid waste management system, action status of the 2005 Plan, and identification of issues and opportunities for improvement;
- Stage 2 (current stage) Identify and review options to address the region's future waste management requirements, select preferred options and prepare report presenting the findings; and
- Stage 3 Prepare a draft amended SWMP, carry out a public review of the draft plan, incorporate changes from the public review and finalize the plan for Regional Board and Ministerial approval.

Community consultation is a mandatory component of the planning process and is critical to the creation of a plan that can be supported by the public. Consultation is carried out throughout the process and commonly begins with dissemination of information to more active dialogue with the community in Stages 2 and 3 as options are reviewed and selected.

Spectrum of Consultation



The Ministry of Environment outlines the expected components of a community consultation process in their document *Guide to the Preparation of Regional Solid Waste Management Plans by Regional Districts.* In addition, the RDN has a public consultation / communication framework to ensure a consistent, comprehensive and cost-effective approach to public consultation and communication

initiatives. This framework, along with the Ministry's guide, was used to prepare the following Consultation & Communications Plan.

Objectives

A Consultation & Communications and Plan is intended to achieve the following objectives:

- i. Ensure that the process to develop the plan is collaborative and reflects a broad range of perspectives
- ii. Provide opportunities to educate the public about the Solid Waste Management Plan and future options for managing waste
- iii. Provide opportunities for public input on a range of options and estimated costs
- iv. Increase support for the resultant solid waste management planning and programs
- v. Meet the consultation expectations of the Ministry of Environment.

Participants

There are several groups that may be directly and indirectly affected by the outcomes of the SWMP process. It is critical to the success of the SWMP that affected stakeholders are participants in the planning process. The following is a list of potential stakeholders:

- RDN staff
- Regional Board
- Municipal staff
- Municipal councils
- First Nations
- Ministry of Environment
- Residents throughout the region
- Businesses
- Construction and demolition industry
- Major institutions (Nanaimo General Hospital, School District 68 and 69, Vancouver Island University)
- Waste haulers
- Waste management facility owners and operators
- Neighbouring regional districts (Cowichan Valley, Alberni Valley, Comox Valley).

Consultation and Communications Plan

The RDN's framework has adopted 3 components to the plan: Participation, Engagement, and Communications. The activities associated with these three components, described in the following sections, have been employed by a number of regional districts to ensure their planning process meets the objectives listed above.

Participation

Participation refers to activities that enable a two-way conversation between those tasked with developing the SWMP and affected stakeholders, including the public. These activities provide opportunities for collaboration. Participation tools include:

- The Regional Solid Waste Advisory Committee
- The Solid Waste Select Committee
- Stakeholder Workshops

The Regional Solid Waste Advisory Committee (RSWAC) is the cornerstone of the Consultation and Communications Plan and will be in place throughout the planning process. This committee is a combination of public advisory representatives and technical advisory representatives that meets regularly throughout the planning process. The RSWAC provides advice to the Regional District Board in regards to the content of the plan and associated consultation activities. Members of RSWAC include representatives of the general public, business, waste management industry, local governments and First Nations from across the region. Terms of reference for the RDN's RSWAC are provided in Appendix A. These terms of reference have been approved by the RDN Board and applied to the establishment of the current RSWAC.

The Solid Waste Management Select Committee is made up of directors of the Regional District Board and acts as a steering committee during the process of developing the SWMP. The committee forms a direct link between the RSWAC and the Board. They are able to provide direct feedback to the RSWAC to ensure that the outcomes of the planning process are politically supportable, and also ensure that the Board is aware of the direction that the planning process is taking.

Stakeholder workshops will be held throughout the planning process as the need for them is identified. Workshops are intended to create a dialogue on specific elements of the SWMP, including generating new ideas and perspectives on issues, as well as deepening the collective understanding of those involved. The outcomes of the workshops will be used to supplement the discussions at the RSWAC meetings.

Engagement

Engagement refers to activities where the community is drawn into the conversation and input is sought from the public. The focus is on receiving information rather than providing it. For purposes of developing a solid waste management plan, engagement activities can be used to solicit input on the public's current perceptions of solid waste management as well as their feedback on options identified during the planning process.

Engagement activities will include a dedicated email address to receive email comments and inquiries, an on-line survey to identify residents' issues and concerns regarding solid waste management, and stakeholder meetings. Stakeholder meetings may be held to obtain input on options affecting a specific industry groups (e.g. construction/demolition/ renovation contractors, multi-family building managers, etc.). The broader public will be solicited for their feedback on the RDN's solid waste system.

Stage 2 & 3 involves a range of activities intended to obtain feedback on the draft plan's recommendations, including:

- Public open houses and meetings
- Exit survey at the public open houses and meetings
- On-line surveys for those unable to attend an open house or meeting
- Stakeholder meetings
- Presentations to Municipal and First Nation Councils.

The variety and breadth of engagement activities selected should be reflective of the type and range of actions proposed in the SWMP and how best to involve the affected stakeholders. Consequently, the specific tools to be employed during the Stage 3 consultation process are best identified once Stage 2 is completed or nearing completion.

Communications

Communications refers to providing information to the public and is generally one-way communication. Communication activities during the planning process will include:

- SWMP Updates for Councils
- A SWMP webpage on the Regional District website
- Newsletters
- Information display
- Promotion (e.g. newspaper and radio ads, posters, Facebook, Twitter)

Regular communications with municipal and First Nation councils are intended to keep these organizations informed on the development of the plan. The format for these communications will be through circulation of RSWAC meeting minutes to the member municipalities and First Nations as well as through regular RDN Solid Waste Newsletters

The RDN's website will be used to make SWMP resources available to the public and other interested parties on an on-going basis. A dedicated solid waste management plan web page has been developed and will include:

- Reports and memoranda prepared by the consultants (e.g. Stage 1 report)
- Advisory committee minutes and presentations
- A "tell us what you think" link to a dedicated email address
- A link to sign up for regular SWMP updates
- Information on consultation events and other opportunities for input

At any point during the planning process, information can be distributed to update residents of the key issues under discussion, as well as opportunities and ongoing encouragement for them to participate in available consultation activities. Often this information can be part of a regular regional communication, such as the RDN's Regional Perspectives or Zero Waste Newsletter. A Stage 3 newsletter can be used to provide information on the key recommendations in the draft SWMP and how residents and businesses can provide their feedback.

A mobile information display is being developed for use in malls, regional disposal facilities, community centres and at community events. Similar to the newsletter, the display will feature information on the key recommendations in the draft SWMP and how to provide input.

During the Stage 3 Consultation process, promotion is used to inform the public and affected stakeholders about the draft plan and the opportunities available to them for providing input. It is important to use a variety of tools to increase awareness and encourage people to attend or provide feedback via the website. Possible promotional tools include:

- Campaign slogan or brand to use on all materials to increase recognition and awareness
- Posters in public areas (city halls, rec centres, senior centres, other facilities) to promote open houses and other events
- Distribute hard copies of newsletter / poster to key locations
- Email distribution to key contacts (local governments, neighbourhood groups, associations, Chamber of Commerce, etc.) including information for their websites and newsletters
- Significant draw prize to increase participation (in surveys, at open houses)
- Newspaper advertising
- Radio advertising
- Media releases to all media (TV, Radio, Newspaper, Shaw, etc) and follow up to increase interviews and media coverage
- Public service announcements
- Website copy, including link to online survey and display panels and presentation materials Include offer to sign up for email project updates
- Facebook updates
- Twitter updates
- Promote at special events and community gatherings
- Promote via presentations to community groups and service clubs
- Signage at all solid waste facilities
- Inserts and/or notification via Regional Districts' and member municipalities' mailers (if available during the consultation process)
- Signage on-site at events.

The extent that the above tools are used will be based on the content of the draft plan and the appropriate level of promotion and consultation required.

A Consultation and Communications Plan for the RDN's SWMP

A presentation on SWMP communications and consultation was provided to RSWAC at their meeting on December 11, 2014. Based on feedback from the committee, a consultation plan for the RDN's SWMP has been prepared. The following table provides an overview of the proposed communication and consultation activities planned for each stage of the process to develop the SWMP. As noted above, the breadth of the consultation and communication activities in Stage 2 & 3 will be defined once the content of the draft plan is known; a list of *potential* activities is provided below.

STAGE	PARTICIPATION	CONSULTATION	COMMUNICATIONS
Stage 1	 Establish Regional	 Establish protocol for	 Establish SWMP
	Solid Waste Advisory	tracking email and	webpage on RDN
	(RSWAC) and	telephone input Public workshop on	website Technical memos
	Steering Committee RSWAC Meetings Steering Committee	waste management	and reports Advisory committee
	Meetings	issues and solutions	meeting minutes

			 Notices of consultation events Establish on-line sign- up for email updates Send out press release Article in RDN newsletter
Stage 2 (potential consultation and communication activities)	 Regional Solid Waste Advisory Committee meetings Steering Committee meetings Stakeholder workshops 	 Track email and telephone input Survey Stakeholder meetings Public information meetings /Open Houses Meeting(s) with neighbouring regional districts Stakeholder meetings Presentations to community groups and other interested organizations Exit surveys (at open houses and public meetings) On-line Survey (website link to survey) 	 Website updates Newsletter Local government update for Municipal and First Nation councils Send out email update to distribution list Presentations to interested organizations (as requested)
Stage 3 (potential consultation and communication activities)	 Regional Solid Waste Advisory Committee meetings Steering Committee meetings 	 Open Houses Public Meetings Presentations to Municipal and First Nation Councils Meeting(s) with neighbouring regional districts Stakeholder meetings Presentations to community groups and other interested organizations Exit surveys (at open houses and public meetings) On-line Survey (website link to 	 Website updates Newsletter, including Key components of draft plan Opportunities for input Offer of presentations to interested groups Newspaper advertising of consultation opportunities Media releases Media interviews Local government update Facebook and Twitter

surve	y)	postings
Recei	ve and track •	FAQs (available on
email	and telephone	website and in hard
input		сору)
	•	Notifications in local
		government
		publications
	•	Notifications on
		municipal websites
		(with link to SWMP
		webpage)
	•	Updates to email
		distribution list
	•	Public service
		announcements
	•	Information display
		(for use in recreation
		centres, libraries and
		other public venues)

Summarizing Input

Upon completion of consultation activities, all of the input received from the public and affected stakeholders will be collated and summarized so that it can be reported to the RSWAC. The input can be reviewed by RSWAC with the intention of determining if modifications to the SWMP should be recommended to the Board.

Once the SWMP document meets with the Board's approval, the Plan will need to be submitted to the Minister of Environment for approval, along with:

- i. Written commitments from municipalities and First Nations that are tasked to undertake measures identified in the SWMP
- ii. A report on the Public Review and Consultation Process.

The Public Review and Consultation Process Report should include:

- A description of all consultation activities undertaken during the course of the planning process, including:
 - o RSWAC meetings
 - Steering Committee meetings
 - o Workshops
 - o Website
 - Stakeholder outreach, including meetings
 - Presentations to community groups
 - o Newsletters
 - o Media releases
 - o Community displays
 - o Advertising

- o Social media
- Copies of newsletters, advertising, press releases and other tools used to communicate with the general public and affected stakeholders
- A description of First Nation engagement activities
- The RSWAC terms of reference and a list of RSWAC members
- Minutes of RSWAC and Solid Waste Subcommittee meetings.

Appendix A

Regional Solid Waste Advisory Committee Terms of Reference

RDN – REGIONAL SOLID WASTE ADVISORY COMMITTEE (RSWAC) SOLID WASTE MANAGEMENT PLAN TERMS OF REFERENCE

1. BACKGROUND AND NEED

The Regional District of Nanaimo is undertaking a review of the Solid Waste Management Plan. Public and agency consultation representative of the diversity of the community is integral to the review. In accordance with the Ministry of Environment's *Guide to the Preparation of Regional Solid Waste Management Plans* a single public and technical advisory committee will act as a "sounding board" of community interests and will provide advice to the Regional Board through the Solid Waste Management Select Committee.

2. ROLES AND RESPONSIBILITIES

The role of the RSWAC is to:

- Represent a balance of community interests;
- Act as advisory committee to the Solid Waste Management Select Committee on the development of the Solid Waste Management Plan;
- Review guiding principles and provide feedback for the Plan;
- Review information provided by the RDN and its consultants and provide comments and suggestions as well as highlight information gaps to be considered for the Plan;
- Provide input on design and implementation of public surveys and consultation processes;
- Assist in reviewing current programs and identifying issues and opportunities (Stage2 & Stage 3 report);
- Assist in developing and evaluating a variety of options and strategies for the draft Plan (Stage2 report);
- Participate in public consultation, as required (for example, attendance at Open Houses);
- Review public consultation results and provide input on the final Plan;
- Participate in smaller ad-hoc committees dealing with specific issues or tasks, as required; and,
- Contribute to programs and policies that are in the best interests of all residents of the RDN, balancing both community and industry needs and technical requirements.

Recommendations of the RSWAC are directed to the Solid Waste Management Select Committee.

3. COMPOSITION AND CHAIR

Chair and Vice Chair to be appointed by the Chairperson of the Board.

Voting Members:

- One representative from the Select Committee (or alternate);
- Up to 15 members representing a diversity of community interests such as from the following groups:
 - Private sector waste management industry service providers
 - Private sector solid waste facility representatives

- Non-profit group with an interest in solid waste management (e.g. reuse organization)
- Large institutional solid waste generator
- Business representatives, including one focused on the 3Rs
- Members at large for the community (community association, youth, senior)
- Regional Landfill Advisory Committee/Regional Landfill area representative
- Urban/rural geographic mix

Non-Voting Technical Advisors:

- Up to 12 members representing agencies including:
 - Regional District Staff 3 members
 - Municipal Staff 4 members
 - First Nations 3 members
 - Provincial Agencies 1 member
 - Federal Agencies 1 member

4. RULES OF PROCEDURE

The Committee will act in accordance with the RDN Board Procedure Bylaw.

5. ADMINISTRATION

Administrative matters related to the RSWAC will be conducted by RDN staff acting through the Chair.

6. TERM

RSWAC will conclude its work when the Plan has been approved by the RDN Board. Members will be asked to commit for up to three years.

2015 Solid Waste Management Plan Review Issue Identification

The table below outlines the issues captured from the results of the findings in the Stage One Existing System Report as well as input from the following sources:

- Regional Solid Waste Advisory Committee (RSWAC) meeting September 2013;
- A solid waste haulers and recyclers roundtable meeting held in February 2014;
- A solid waste planning workshop held for RDN Board members in May 2014;
- A Zero Waste community day workshop held in October 2014; and,
- Two meetings of the RSWAC held in October and December 2014.

• Two meetings of the RSWAC field in October and December 2014.		
	CONTEXT & TOPIC AREA	ISSUES IDENTIFIED
1.	Reduce/Reuse: 'Reduce & Reuse' are at the top of the waste management hierarchy, however these behaviours receive less promotion that recycling and proper waste disposal.	 How can we encourage waste reduction? How to encourage behaviours that move "up the hierarchy" from recycling to reduction and reuse How to move towards Sustainable product design and manufacturing Is the per capital waste generation rate increasing or decreasing?
2.	Extended Product Responsibility (EPR): EPR shifts the end-of-life management costs of consumer goods from local government taxpayers to procedures and consumers. In BC, the Recycling Regulation (BC Reg. 449/2004) defines the products and packaging that are included in an EPR program. Management of products is managed by stewardship organizations who – in turn- organize collection services throughout the province.	-Lack of awareness and confusion with EPR/take back systems (what to take where) -Uncertainty regarding the implications of future EPR programs
3.		 -How to improve diversion and the use of existing curbside services (yard waste, textiles, and glass and incontinence products, kitty litter) -Food waste participation in rural areas? -Does the residential collection model need improvement? -Does additional recovery of recyclables from the garbage Multi Recovery Facilities (MRF's) have a role?

	CONTEXT & TOPIC AREA	ISSUES IDENTIFIED
4.	Industrial, Commercial & Industrial (ICI): Disposal bans are the main policy mechanism employed by the RDN to encourage recycling by the ICI sector.	-Need increased diversion of ICI waste this is supported by the 2012 Waste Composition Study
	Construction, Demolition and Renovation: Construction, demolition and renovation waste is composed of a wide variety of materials, including recyclable materials such as wood, cardboard, metal and drywall. There are several companies that provide recycling collection to this sector	 -How to encourage more diversion of construction, demolition and renovation waste -WCB asbestos management requirements create a challenge to the recovery and recycling of gypsum and C&D waste -Acceptance of creosoted materials and the appropriate tipping fee -Conflicting strategies for management of wood waste -Diversion of asphalt shingles from landfill -Lack of data regarding C&D waste -Lack of clarity on Future C&D regulations under BC's Recycling Regulation -Uncertain outlook for the Wood Waste Market
6.	Resource Recovery/Zero Waste Policies: Recovering valuable resources from our waste streams is garnering significant attention as commodity prices fluctuate.	-When and how to implement Resource Recovery -Which resource recovery technology is best suited to the RDN's waste stream and size -How to manage hard to recycle items -Lack of high quality depot services in the City of Nanaimo
7.	Residual Waste Management: The RDN's air space is the most important asset. Options to increase capacity are optimization of diversion, operations and airspace. The current landfill life is until 2037. Issues that emerge need to be explored further in conjunction with a long range waste generation projections in the context of the future financial model.	-What are desirable options once the regional landfill is full? -What options aren't desirable? -Illegal Dumping -WSML Licensing scheme/ Flow control options -Managing future waste generation
8.	How does Waste to Energy (WTE) fit into the RDN's "Zero Waste Strategy"? Under what circumstances should WTE be considered/not considered.	 If not located in RDN If only servicing RDN If servicing Vancouver Island only Specific technologies? Large volumes typically required to make WTE financially attractive (competitive with landfilling) Zero Waste International Alliance definition of Zero Waste does not allow combustion of waste for energy purposes

	CONTEXT & TOPIC AREA	ISSUES IDENTIFIED
9.	Financing the Solid Waste System: A sustainable financial	-How to pay for waste reduction initiatives
	business model is essential for the provision of solid waste	-current method of funding the solid waste function through
	services.	tipping fees is unsustainable
	The majority of funding for the Solid Waste function is	-How to finance the RDN's solid waste management infrastructure
	currently drawn from RDN tipping fees. Since 2014, expenses	-How to fund Nanaimo Recycling Exchange & Non-profits
	are exceeding revenues with the deficit being funded by	-Private waste export of MSW & how it destabilizes the RDN waste
	increasing the Tax requisition. Current funding mechanism not	management system
	able to adapt to change in market forces. The following three	-Stable funding for non-profits
	mechanisms for consideration: decrease in spending, adjust	-Lack of full cost recovery associated with provision of EPR
	tipping fees, and taxation generated the following issues.	Collection Services
	··· -	-Recycling markets limited market for post-consumer glass, and
		film plastic

SOLID WASTE MANAGEMENT PLAN REVIEW WORK PLAN & PROPOSED TOPICS		
DATES	MEMORANDUMS & DRAFT PLAN DEVELOPMENT	
Feb 19	MEMORANDUM 1	
~	 Projected Waste Generation Forecasting future waste quantities is fundamental for planning waste management programs and services. If we don't know how much waste we are going to need to manage we can't plan for the types of programs and services we will need to provide. Applying the Provincial model for waste generation suggests the following: Under a status quo scenario of 70% diversion over the next 10 years forecasts a per capita waste disposal of 291kg with a total amount of residuals of 50,715 metric tonnes annually by 2025. 	
	Under the Province's most optimistic forecast of 81% diversion over the next 10 years a per capita waste disposal of 185kg with a total amount of residuals of 32,119 metric tonnes annually by 2025 is achievable. Discussion Point: Does the RSWAC committee want to set the new target at 80% for the new plan?	
April 16	MEMORANDUM 2	
	Reduce, Reuse, Education & EPR The main challenges related to waste reduction and reuse are the dominant culture of consumption and the design and manufacture of	
	consumer goods. The RDN's efforts to date primarily focus on educating residents and businesses and supporting Extended Producer Responsibility (EPR) programs that are offered at by community run and privately operated recycling depots.	
	Discussion Points: Does the RSWAC advocate for stronger EPR and support the continuation of existing EPR programs, increase education	
	efforts and advocate for more EPR programs?	
	MEMORANDUM 3 The 3rd R: Recycling - Collection Services and End Uses	
	Strategies and practices related to collection and end uses of food waste, garbage and recyclables are well established and accepted in the region. The responsibility for funding residential and multi-family recycling programs shifted to industry stewards in May 2014. Organics management is provided by the private sector that has been instrumental for the RDN to implement its organics management strategy, which includes a ban on commercial food waste. Discussion Point: Does the RSWAC support the continuation of existing programs as well as discussing ways to harmonize or expand collection options.	

May 28	MEMORANDUM 4
	Zero Waste Plan & Regulatory Issues
	The memorandum will address several regulatory and community issues that were identified through issue identification phase that included
	gaps in data for the commercial sector and waste import/export, expanding disposal bans, review of the Waste Stream management bylaw,
	community planning for waste management facilities and ongoing concerns about illegal dumping. Regional districts have the authority under
	the BC Environmental Management Act to regulate the solid waste industry to ensure diversion, prevent abandonment of materials, track
	movement of waste, and protect the public interest by managing waste flow to ensure financial sustainability.
	Discussion Point: Is the RSWAC satisfied with the level of regulation of waste facilities and haulers and the RDN's approach for coordinating
	illegal dumping?
	MEMORANDUM 5
	Memo 5 - Resource Recovery
	The memo will focus on the recovery of energy and non-energy solid waste resources at the RDN. A number of resource recovery technologies
	and approaches are discussed and compared with information drawn from various feasibility studies conducted over the past years. The tri
	region study identified a number of financial projections for Waste to Energy scenarios ranging from enhancing the existing system to potential
	short term (up to 2020) and long term (beyond 2020) options. The RDN has to meet 70% diversion before waste to energy can be considered as
	a solid waste management option; therefore WTE will only be considered conceptually during this plan development. Waste to Energy counts
	as recovery if 60% energy is recovered. The
	Metro Vancouver Waste to energy proposal raised the profile of out of district waste being managed at an in-region WTE facility.
	Discussion Point: the RSWAC committee is divided on the Waste to Energy debate. Is there a role for Waste to Energy in future Solid Waste
	Planning? Is there a place for an Out-of Region WTE or an RDN WTE facility?
June 18	MEMORANDUM 6
	Residual Management
	Residuals management in the RDN consists of disposal of municipal solid waste at the Regional Landfill, owned and operated by the RDN, and
	disposal of construction and demolition waste at a variety of privately operated facilities throughout the RDN. The Regional Landfill's most
	important asset is its airspace which makes it paramount to conserve the landfill for as long as possible. Options for increasing capacity are the
	optimization of diversion, operations and airspace. The current fill design provides landfill capacity until 2037. Discussion Points: Are there
	other fill design concepts given the projected decrease in volume that could increase landfill life? These concepts need to be explored
	further in conjunction with a revised landfill capacity study. In addition it will be necessary to review this in the context of the financial
	model as the current method of funding the solid waste function through tipping fees is unsustainable.
	MEMORANDUM 7
	Financial Management
	A sustainable financial business model is essential for the provision of solid waste services. The majority of funding for the RDN function is
	currently drawn from tipping fees charged at the Regional Landfill and Church Road Transfer Station. Since 2013, expenses are exceeding
	revenues with the deficit being funded by reducing spending and increasing the tax requisition.
	Discussion Point: to bring future finances in balance: the memorandum will review three mechanisms: (i) decrease spending, (ii)
	increase/decrease tipping fees and (iii) tax requisition. A modelling exercise maybe required based on the projected waste tonnage to test
	various assumptions and combinations.